

Message Text

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ACTION IO-11

INFO OCT-01 EUR-12 ISO-00 AF-06 ARA-06 EA-07 NEA-10 FEA-01

ACDA-05 AGR-05 AID-05 CEA-01 CEQ-01 CG-00 CIAE-00

CIEP-01 OFA-01 COME-00 DLOS-04 DODE-00 DOTE-00 EB-07

EPA-01 ERDA-05 FMC-01 TRSE-00 H-02 INR-07 INT-05

JUSE-00 L-03 NSAE-00 NSC-05 NSF-01 OES-03 OMB-01

PA-01 PM-04 PRS-01 SP-02 SS-15 USIA-06 SAL-01 (ISO) W

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TO SECSTATE WASHDC 8999

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E.O. 11652: GDS

TAGS: PFOR, PORG, CA

SUBJ: MULTILATERAL AFFAIRS: CANADA

REF: STATE 037591

1. FOLLOWING IS OUR RESPONSE TO REFTEL PARA 7 QUESTIONNAIRE:

(A) CANADA'S PRIMARY MULTILATERAL INTEREST AND OBJECTIVES
IN 1976 OF WHICH WE ARE CURRENTLY AWARE INCLUDE: SUCCESS-
FUL CONCLUSION OF A "CONTRACTUAL LINK" WITH THE EEC; AC-
CEPTANCE BY NATO OF THE ADEQUACY OF FUTURE CANADIAN MILITARY
PARTICIPATION IN THE ALLIANCE; SUCCESSFUL NEGOTIATION OF
A LOS TREATY; PROGRESS IN THE MULTILATERAL TRADE NEGOTIATIONS;
CONTINUED NORTH/SOUTH DIALOGUE WITH MUNIMUM CONFRONTATION
IN THE CIEC; FURTHERANCE OF THE IAE'S INTERNATIONAL ENERGY
PROGRAM; A SUCCESSFUL OUTCOME, HOPEFULLY FREE FROM
POLITICAL CONTROVERSY, TO THE VANCOUVER HABITAT CONFERENCE;
PROGRESS TOWARD MORE EFFECTIVE NUCLEAR SAFEGUARDS; PROGRESS
IN PHYSICAL SECURITY AND ANTI-TERRORIST COOPERATION
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ESPECIALLY IN NUCLEAR FIELD; CONTINUATION OF A

MODERATING TREND WITHIN THE G-77; A DESIRE TO STRENGTHEN THE ROLE OF THE UN AND OTHER INTERNATIONAL ORGANIZATION, A DESIRE EXEMPLIFIED BY EFFORTS TO MOVE THE ILO BACK TOWARD THAT ORGANIZATION'S ORIGINAL PURPOSES AND THREE-PART STRUCTURE AND AWAY FROM POLITICIZATION; SUCCESSFUL COUNTERING OF HOSTILE INITIATIVES ON THE KOREAN ISSUE; A SEAT ON THE SECURITY COUNCIL WHICH IS RELATED TO CANADA'S OVERALL INTEREST IN INTERNATIONAL PEACE, SECURITY, AND ECONOMIC WELL BEING; EXECUTIVE DIRECTORSHIP OF THE WORLD FOOD PROGRAM FOR CANADIAN WHEAT BOARD CHAIRMAN VOGEL; AND POSSIBLY THE ACCEPTANCE OF A CANADIAN CANDIDATE FOR THE NO. 2 POSITION IN UNESCO.

THE GOC WILL BE UNDERTAKING IN MARCH A COMPREHENSIVE REVIEW OF ITS POSTURE AND POLICIES IN MULTILATERAL SITUATIONS, THE RESULTS OF WHICH WE EXPECT TO RECEIVE UPON COMPLETION. WHILE WE DO NOT ANTICIPATE THAT THE REVIEW WILL FUNDAMENTALLY ALTER THE ABOVE LIST, WE EXPECT IT TO PROVIDE GREATER FOCUS BOTH FOR GOC POSITIONS AND, CONSEQUENTLY, FOR US LOBBYING TACTICS. DEPARTMENT MAY WISH TO CONSIDER DESIRABILITY OF SEEKING CONSULTATION WITH EXTAFF ON MULTILATERAL MATTERS, SUCH AS AT DEPUTY ASSISTANT SECRETARY LOWENSTEIN LEVEL, PRIOR TO REVIEW'S COMPLETION IN ORDER TO PROVIDE OPPORTUNITY FOR US INPUT.

(B) COUNTRIES WHICH AFFECT CANADA'S MULTILATERAL POLICY-MAKING INCLUDE THE US, WESTERN EUROPEAN COUNTRIES, ESPECIALLY EEC MEMBERS, THE THIRD WORLD, AND JAPAN. US VIEWS ON MOSR ISSUES ARE OF PRIMARY IMPORTANCE TO CANADA AND WILL RECEIVE CANADIAN SUPPORT IF THEY DO NOT RUN COUNTER TO CANADIAN INTEREST (E.G. CERTAIN LOS ISSUES), DO NOT APPEAR TO THE GOC TO BE LIKELY TO BE COUNTER-PRODUCTIVE (E.G. AS WITH LAST YEAR'S DE-COLONIZATION RESOLUTION), AND ARE LIKELY TO PLACE CANADA IN CONGENIAL COMPANY (E.G. THE RECENT HUMAN RIGHTS ISSUE IN GENEVA WHERE CANADA WAS PREPARED TO VOTE WITH US IF WESTERN EUROPEAN COUNTRIES DID LIKEWISE). WHILE CANADA GENERALLY SHARES US VALUES AND INTERNATIONAL OUTLOOK (VIETNAM WAS A NOTABLE PAST EXCEPTION), CANADA IS PARTICULARLY SENSITIVE TO SITUATIONS WHICH MIGHT MAKE CONFIDENTIAL

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IT APPEARS TO BE THE TAIL ON THE AMERICAN DOG AND MIGHT COMPROMISE ITS EFFORTS TO ESTABLISH ITSELF AS AN INDEPENDENT ENTITY. CANADA SEEKS TO EXERT A MEASURE OF INFLUENCE, USUALLY OF A MODERATING SORT, ON THIRD WORLD COUNTRIES AND FEELS IT IS IN A SOMEWHAT UNIQUE POSITION TO DO SO IN FRANCOPHONE COUNTRIES BECAUSE OF CANADA'S BILINGUAL SITUATION AND AID CONCENTRATION, IN LATIN AMERICAN BECAUSE, INTER ALIA, OF ITS CUBA POLICY, AND IN

GENERAL BECAUSE OF ITS MIDDLE-POWER STATUS AND ABSENCE OF A COLONIAL-MASTER PAST. CANADA FEELS THAT ITS ABILITY TO EXERT CONSTRUCTIVE INFLUENCE IS DIRECTLY PROPORTIONAL TO THE EXTENT TO WHICH IT IS PERCEIVED INTERNATIONALLY AS FULLY ITS OWN INDEPENDENT MASTER, NOT SUBSERVIENT TO THE US. AS A GENERAL RULE, CANADA TRIES TO AVOID BEING OUT IN FRONT ON ISSUES, WITH THE EXCEPTION OF THE MOTHERHOOD ISSUE OF STRINGENT NUCLEAR SAFEGUARDS. IN ORDER TO AVOID STRAINS ON ITS RELATIONSHIPS WITH LDC'S CANADA FREQUENTLY CHOOSES TO ABSTAIN ON ISSUES OF IMPORTANCE TO KDC'S (E.G. REFERENCES TO NIEO AND CERDS) RATHER THAN VOTE NO ON PRINCIPLE, EVEN THOUGH CANADA'S INTERESTS AND VIEWS ON SUBSTANCE MAY BE VERY CLOSE TO THOSE OF THE USG. BY AND LARGE, WHERE CANADA FOR ONE REASON OR ANOTHER CANNOT SUPPORT A US POSITION, IT WILL SEEK NEUTRAL OR ABSTENTION GROUND IN ORDER TO AVOID ANTAGONIZING OR EMBARRASSING THE US.

(C) CANADIAN DELEGATIONS TO MAJOR INTERNATIONAL MEETINGS ARE USUALLY FULLY INSTRUCTED BUT PROVIDED SUFFICIENT FLEXIBILITY TO MAKE USDEL LOBBYING WORTH WHILE. OFTEN CANADIAN DELEGATIONS ARE REINFORCED BY CABINET-LEVEL PARTICIPANTS WHO ENJOY BOTH PERSONAL AUTHORITY AND THE AUTHORITY OF MOST RECENT CABINET DECISIONS ON MATTER AT HAND. CANADIAN COMMUNICATIONS ARE ADEQUATE FOR REPORTING AND INSTRUCTION PURPOSES, THOUGH REPORTING ON OCCASION IS SLOWER AND LESS COMPREHENSIVE THAN THAT AVAILABLE TO EMBASSY OTTAWA, A FACT WHICH PROVIDES US WITH OPPORTUNITIES FOR INFLUENCING INSTRUCTIONS SENT TO DELEGATIONS (E.G. EMBASSY WAS ABLE TO MARSHAL US ARGUMENTS AND CONVINCE EXTAFF OFFICIALS OF SOUNDNESS OUR POSITION ON RECENT HUMAN RIGHTS RESOLUTION IN CONFIDENTIAL

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GENEVA BEFORE EXTAFF RECEIVED CANADIAN DELEGATION'S REPORT PROVIDING TEXT OF HOSTILE RESOLUTION).

(D) MOST NOTABLE EXAMPLE OF CANDEL HEAD INDEPENDENCE IS CHIEF LOS DELEGATION BEESLEY. MAJOR ALTERATION OF POSITION HE TAKES COULD REQUIRE CABINET-LEVEL INSTRUCTIONS. SAME APPLIES WHEN CANDELS ARE REINFORCED BY CABINET OFFICERS. NATO PERMREP MENZIES DISPLAYS SOME INDEPENDENCE FROM OTTAWA THOUGH THIS APPEARS TO TAKE FORM OF PERSONAL ADVOCACY BY HIM OF POSITIONS AT SOME VARIANCE TO OTTAWA'S, AND SEEKING SUPPORT FROM OTHER COUNTRIES' REPS IN OTTAWA FOR THESE VIEWS, RATHER THAN STRIKING OUT ON HIS OWN.

(3) CONSULTATION WITH US ON MULTILATERAL ISSUES IS NOT

ONLY FULLY ACCEPTABLE TO GOC BUT IS VIRTUALLY FUNDAMENTAL
TO GOC DECISION-MAKING PROCESS ON MULTILATERAL MATTERS.
GOC BOTH SOLICITS US SUPPORT AND EXPECTS US TO SOLICIT
IT ON IMPORTANT MATTERS OF SUBSTANCE, UTILIZING
FOR THESE PURPOSES WIDE VARIETY OF MECHANISMS, FROM
NORMAL EMBASSY-EXTAFF CONTACTS, THROUGH AD HOC EXCHANGES
BETWEEN US AND CANADIAN DELEGATIONS, TO REGULAR
FORMALIZED BILATERAL REVIEWS (AS AT UN), AND AD HOC
HIGH-LEVEL BILATERAL MEETINGS. AS TO LIKELIHOOD THESE
MECHANISMS WILL SECURE CANADIAN SUPPORT FOR US POSITIONS,
SEE (B) ABOVE.
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